



staff report

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UNIVERSITY OF CALIFORNIA

HONORABLE CITY COUNCIL
Palo Alto, California

INCORPORATION OF COUNCIL RECOMMENDED
ALTERNATIVES INTO CITYWIDE LAND USE AND TRANSPORTATION STUDY

Members of the Council:

This is an informational report only. No City Council action is required or recommended.

When the City Council reviewed the recommended alternative development scenarios for the Citywide Land Use and Transportation Study on April 14, 1986, the Council requested that several additional alternatives be included in the study. Since the scope of work for the transportation consultants allowed for analysis of six alternatives, staff was asked to report back to the Council on how the additional alternatives could be incorporated into the study at the least cost. This report describes how the additional alternatives are to be included. Staff does not expect there to be any additional costs, because the new alternatives were included without a net increase in the number of alternatives for any particular area.

The City Council request for additional scenarios included these stipulations:

--That, in no way, should adding alternatives to the study result in any of the original alternatives with lower Floor Area Ratios (FARs) being deleted.

--Staff should consider collapsing several alternatives into one, if needed, to make room for the new alternatives.

Most of the alternatives which the Council asked to be added to the study were for higher floor area ratios or more intensive zone districts. They included FARs of 1.0:1 in the Service Commercial (CS) zone, 0.75:1 in the Neighborhood Commercial (CN) zone, 0.75:1 at Town and Country Village (which is zoned Community Commercial), and 0.75:1 for hotels in the CS zone. They also included commercial or industrial zoning, comparable to that on adjacent properties, for parts of three of the secondary school sites. One other alternative requested the review of a ground-floor "retail only" alternative in the Midtown area.

In all but one case, the additional alternatives were incorporated by collapsing two alternatives into one, thus creating room for an additional alternative. In doing so, none of the alternatives with lower FARs was eliminated. However, in several cases, alternatives comparing "office limits" versus "no office limits" were eliminated for a particular floor area ratio. The comparison of the "office limits" concept remained for another floor area ratio in that particular study area.

The attached marked-up tables illustrate how the additional alternatives were incorporated. In addition, the following information is provided as background to why the changes were made as they were.

Area 2, Urban Lane Area

To allow for the new alternatives in the Service Commercial (CS) and Community Commercial (CC) zone districts, Alternative 2 was combined with Alternative 1. The effect was to eliminate the test of the 5,000 square-foot office limit at the 0.4:1 floor area ratio. The office limit will be tested only at 0.5:1 FAR.

Since Palo Alto High School originally had only four alternatives, the new alternative, which assumes CC zoning on part of the property, was added without eliminating other alternatives. In this alternative, an area comparable in size to adjacent Town and Country Village was assumed to be zoned CC.

Area 3, Midtown

The City Council suggested two new alternatives for the CN zone, which already had six different alternatives. The 0.75:1 FAR for the CN zone was added in by eliminating the "mixed-use concept" at the 0.5:1 FAR. The mixed-use concept (which tests the impact of housing in the CN zone) is still tested at the 0.4:1 FAR.

The other new alternative is a ground-floor "retail only" alternative. This alternative is not significantly different from the existing condition. Presently, 82 percent of the uses fall into the definition of "retail" as used Downtown (retail, eating places, and personal services), 10 percent are banks and 8 percent are offices. If the City Council were to choose to limit development in the Midtown Area to retail only on the ground floor, future development would probably be similar to what it is now since it is probable that existing non-retail uses would be allowed to remain. However, information will be given, in the Citywide Study report on the impacts of the alternatives, on traffic volume generated by retail versus non-retail space.

Area 4, East Bayshore Area

No additions.

Area 5, Southeast Area

Since there were only three alternatives for the CN area, the new alternative with a 0.75:1 FAR was added with no deletion. For the Cubberley High School site, there were originally five alternatives. Therefore, the new alternative, which includes CN zoning, was added with no other changes being required. In this alternative, an area comparable in size to the adjacent Charleston Plaza shopping center was assumed to be zoned CN. The remainder is assumed to be RM-2.

Area 6, South El Camino Real

In order to include an alternative with a 1.0:1 FAR for the CS zone, Alternatives 2 and 3 were combined (as was discussed at the City Council meeting). The alternative which assumes a higher FAR for hotels (0.75:1) was combined with the alternative which has no limit on office size. Because of the complexity of including the hotel concept in the alternatives, an assumption was made that it would apply only in the area where the largest hotels are located (on the east side of El Camino Real, south of Charleston).

Since there were originally only three alternatives for the CN zone, the new alternative of a 0.75:1 FAR was added without other changes.

Area 7, Central Palo Alto

The new alternative with a 1.0:1 FAR in the CS zone was added without other changes because originally there were only five alternatives for the CS zone.

Also, as a result of a discussion with the owners of the former Maximart property, staff proposes to assume no redevelopment of the site under the first five alternatives (rather than under the first three alternatives), and redevelopment to housing under the sixth alternative. The owners state that all the commercial space is under lease until the end of the amortization period (1999), and redevelopment to housing before then is highly unlikely.

Area 8, Stanford Research Park/El Camino

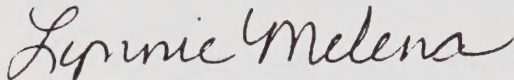
The new alternative with a 1.0:1 FAR in the CS zone was added without other changes because there were originally only five alternatives for the CS zone.

Area 9, Sand Hill Road Corridor

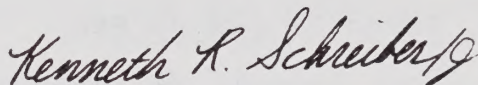
The Council did not suggest additional alternatives for this area. However, staff discovered an error in the staff report to

the Council, which incorrectly reported the Commission recommendations for the Children's Hospital site. Alternative No.5 should have been for 750 housing units instead of the 900 housing units in the staff report. The 750 units will be used. For one of the Quarry-Arboretum parcels (the 10-acre parcel closest to the Stanford Medical Center), staff proposes to include a hospital rather than "medical-related research" as listed in the report to the Council. This is to reflect Stanford's recent announcements about the possibility of a psychiatric hospital being located near the Medical Center.

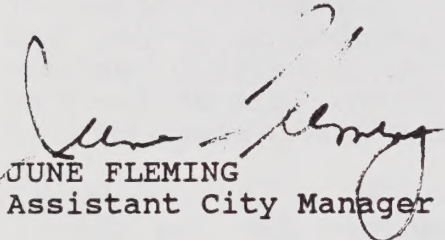
Respectfully submitted,



LYNNIE MELENA
Planning Administrator



KENNETH R. SCHREIBER
Director of Planning
and Community Environment



JUNE FLEMING
Assistant City Manager

Attachments: Tables from CMR:231:6, revised.

cc: Planning Commission
Stanford University (Andy Doty, Phil Williams,
Kent Peterson)
Julian Crocker, PAUSD
Janis Bolt, Chamber of Commerce
Palo Alto Civil League

Area 2 - URBAN LANE

ALTERNATIVE DEVELOPMENT SCENARIOS
(As Revised)

AREA 2 Urban Lane (Existing Floor Area Ratio)	(1) "Minimal Development"	(2)	(3) (2)	(4) (3)	(5) (4)	(6) (5) Build Out (Current Zoning)	(6) Buildout
CC Zone: Town & Country (0.3:1)	0.35:1 shop ctr. mix	0.35:1 shop ctr. mix	0.5:1 office redvp. shop ctr. mix	0.5:1 office redvp. shop ctr. mix	0.5:1 shop ctr. mix office redvp.	0.75:1 3.0:1 shop ctr. mix	3.0:1 shop ctr.
CS Area (0.36:1)	0.4:1 (office limit)	0.4:1	0.5:1 (office limit)	0.5:1 (office limit)	0.75:1 (office limit)	2.0:1 1.0:1 (office limit)	2.0:1
PC Zone: Holiday Inn (0.52:1) (279 rooms)	No Change	No Change	No Change	No Change 1986 Addition (64 additional room plus 4,200 s.f. restaurant)	1986 Addition	1986 Addition	1986 Addition
Paly High & District Offices	High School & Admin. Offices	High School & Admin. Offices	High School & Admin. Offices	High School & RM-3 on Admin. Office area.	Retention of Field & Courts Remainder: 50% - R-1 25% - RM(1) 25% - RM(3)	50% - R-1 25% - RM(1) 25% - RM(3)	CC plus Remainder 50% RM-1 50% RM-3

Area 3 - MIDTOWN

ALTERNATIVE DEVELOPMENT SCENARIOS

(As Revised)

AREA 3 Midtown (Existing Floor Area Ratio)	(1) "Minimal Development"	(2)	(3)	(4)	(5)	(6) Build Out
CN Area (0.36:1)	0.35:1	0.4:1	0.4:1 plus housing up to 1:1	0.5:1	0.75:1 0.5:1 plus housing up to 1:1	1:1
Skating Rink Property	Ice rink, pool, tennis court	Ice rink, pool, tennis court	82 housing units (RM-2)	Ice rink plus 50 housing units (RM-2)	Ice rink plus 50 housing units (RM-2)	Community recreation center.
Nearby RM Areas	All 189 new condos are occupied	All 189 new condos are occupied	All 189 new condos are occupied	189 units plus 30 additional units allowed under zoning	189 units plus 30 additional units allowed under zoning	189 units plus 30 additional units allowed under zoning
Jordan Middle School/ Garland School	Middle School & Private Elementary School	PF uses: District & private offices; Retention of turf, pool, gym, tennis courts. Private elementary school.	PF and public uses (same as No.2)	PF and public uses (same as No.2)	Public uses as in No.2 plus R-1.	Public uses as in No.2 plus Garland deve- loped R-1; Remainder 2/3 = R-1 1/3 = RM-1 & RM-2

Area 4 - EAST BAYSHORE

ALTERNATIVE DEVELOPMENT SCENARIOS

(No Changes)

AREA 4 East Bayshore (Existing Floor Area Ratio)	(1) "Minimal Development"	(2)	(3)	(4)	(5)	(6) Build Out
LM-3 Area (0.28:1)	0.3:1	0.3:1	0.3:1	0.3:1	0.3:1	0.3:1
GM (B) Area (0.2:1)	0.5:1	0.75:1	1:1	0.75:1	1:1	1:1
Geng Road "Parcel"	No development	No development	No development	50,000 s.f. building	50,000 s.f. building	50,000 s.f. building

ALTERNATIVE DEVELOPMENT SCENARIOS

(As Revised)

AREA 5 Southeast Area (Existing Floor Area Ratio)	(1) "Minimal Development"	(2)	(3)	(4)	(5)	(6) Build Out
San Antonio/ E. Bayshore LM (1) Area (0.33:1)	0.35:1	0.4:1	0.4:1	0.4:1 plus refuse transfer center	0.4:1 plus transfer center	0.5:1 plus transfer center
E. Meadow Circle-LM Area (0.34:1)	0.35:1	0.35:1	0.4:1	0.4:1	0.4:1	0.4:1
San Antonio/ W. Bayshore GM CS(3) RM-2	.5:1 .3:1 plus 52 units	.5:1 .3:1 plus 52 units	.5:1 .3:1 plus 52 units	.5:1 .3:1 plus 52 units	.5:1 .3:1 plus 52 units	.5:1 .3:1 plus 52 units
Southeast San Antonio LM CC RM-4	0.4:1 0.3:1(LM[3]) plus 106 units	0.4:1 0.3:1(LM[3]) plus 106 units	0.4:1 0.3:1(LM[3]) plus 106 units	0.3:1 0.4:1 0.4:1 (LM) plus 106 units	0.4:1 0.4:1 (LM) plus 106 units	.4:1 3:1 (CC) plus 106 units
CN Zone: Charleston Plaza (0.28:1)	0.3:1	0.3:1 0.35:1	0.35:1	0.35:1 0.5:1	0.5:1 0.75:1	1:1
	(1)	(2)		(3)	(4)	(5)
Cubberley High School	High School	Current range of activities	Current range of activities	City purchase of 11.8 acres. Remainder: R-1	City purchase of 11.8 acres. Remainder: RM-2	City purchase of 11.8 acres. Remainder: RM-3
Jane Lathrop Middle School/ Ohlone	Middle School, Private Use of Ohlone.	Middle School, Private use of Ohlone.	Middle School, Private use of Ohlone.	PF uses (as now at Cubberley) Private use of Ohlone.	City Purchase of turf, courts, pool. Remainder: R-1	City purchase of turf, courts, pool. Remainder RM-2

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open,
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ALTERNATIVE DEVELOPMENT SCENARIOS

(As Revised)

AREA 6 South El Camino (Existing Floor Area Ratio)	(1) "Minimal Development"	(2)	(3)	(4)	(5)	(6) Build Out
CS Area (0.33:1)	0.35:1 (office limit)	0.35:1 plus special zone on east side of ECR south of Charleston hotels, hous'g existing uses	0.5:1 (office limit) 0.35:1 plus special zone on east side of ECR south of Charleston hotels, hous'g existing uses	0.5:1 (office limit) plus 0.75:1 for hotels in area south of Charleston east side ECR	1.0:1 0.5:1 (office limit)	2:1
CN Area (0.33:1)	0.35:1	0.35:1	0.35:1 (office limit remains...)	0.5:1	0.75:1 0.5:1	1:1
Traynor Property						
Lot 71 (RM-2) (10,330 sq.ft.)	R-1 (or R-2)	R-1 (or R-2)	RM-3	RM-2	RM-2 24	RM-2 24
other RM-2 (40,333 sq.ft.)	RM-1	RM-1	RM-3	RM-2 91	RM-2	RM-2
RM-5 (88,735 sq.ft.)	RM-1	RM-2	RM-3	RM-3	RM-5 96	RM-5 96
CS (50,800 sq.ft.)	RM-1	RM-2	RM-3	CN .35:1	CS .5:1	CS 2:1
TOTAL	53 units	81 units	122 units	91 units + 8,647 sq.ft.	120 units + 16,267 sq.ft.	120 units + 92,467 sq.ft.
Nearby RM Areas	165 units (existing zoning)	165 units	165 units	165 units	165 units	165 units

NOTE: The purpose of Alternatives 2 and 3 is to evaluate the effect of changing the area on the east side of Camino Real from Charleston to the City limits plus a parcel on Maybell to zoning which (1) allows hotels up to a .5:1 FAR and (2) housing at RM-2 density. Under Alternative 2, ~~non-hotel commercial uses could remain, but could not expand. About 120 additional hotel units could be built.~~ Under Alternative 3, non-hotel commercial uses would become nonconforming uses subject to amortization. In addition, to the 120 additional hotel uses, about 340 housing units could be built.

Area 7 - CENTRAL PALO ALTO

ALTERNATIVE DEVELOPMENT SCENARIOS

(As Revised)

AREA 7 Central Palo Alto (Existing Floor Area Ratio)	(1) "Minimal Development"	(2)	(3)	(4)	(5)	(6) Build Out
<u>CS Area</u> (0.39:1)	0.35:1	0.4:1	0.5:1 (office limit)	0.5:1 (office limit)	5:1 1.0:1 (office limit)	2:1
<u>CN Area</u> (0.27:1)	0.35:1	0.35:1	0.35:1	0.5:1	0.5:1 0.75:1	1:1
<u>CC Area</u> (0.98:1)	+ 85,000 s.f. (per Calif. Ave. Study)	+ 85,000 s.f.	+ 85,000 s.f.	+ 85,000 s.f.	+ 85,000 s.f.	CC at 2:1
<u>GM(B), GM(1) Area</u> (0.35:1)	0.75:1 and 0.5:1	0.75:1 and 0.5:1	1:1 and 0.5:1	0.75:1 and 0.5:1	1:1 and 0.5:1	1:1 and 0.5:1
<u>Former Maximart Property</u>	No Change	No Change	No Change	No Change 350 units (replace commercial - development)	No Change 350 units (replace commercial - development)	350 units (replace commercial - development)
<u>Nearby RM-Zones</u>	Additional 255 units (assumes less than maximum lot assembly)	Additional 255 units	Additional 255 units	Additional 365 units (assumes maximum lot assembly)	Additional 365 units	Additional 365 units

Area 8 - EL CAMINO/STANFORD RESEARCH PARK

ALTERNATIVE DEVELOPMENT SCENARIOS

(As Revised)

AREA 8 El Camino/ Stanford Research Park (Existing Floor Area Ratio)	(1) "Minimal Development"	(2)	(3)	(4)	(5)	(6) Build Out
Stanford Research Park (LM-0.32:1) LM(5)-0.24:1)	0.36:1 and 0.27:1 plus 72 units at 1050 Arastra- dero (RM-1)	0.36:1 and 0.27:1 + 125 units at 1050 Arastra- dero (RM-2)	0.36:1 and 0.27:1 incldg. 1050 Arastra- dero (RM-2)	0.4:1 and 0.3:1 125 units at 1050 Arastra- dero (RM-2)	0.4:1 and 0.3:1 125 units at 1050 Arastra- dero (RM-2)	0.4:1 and 0.3:1 125 units at 1050 Arastra- dero (RM-2)
CS Zone (0.49:1)	0.5:1 (office limit)	0.5:1	0.6:1 (office limit)	0.6:1 (office limit)	0.6:1 1.0:1 (office limit)	2:1
Mayfield & 2 Adjacent CS Parcels	RM-3 (115 Units) 0.5:1 (office limit)	RM-3 (115 units) 0.5:1	RM-3 (115 units) 0.6:1 (office limit)	RM-5 (280 units)	RM-5 (180 units) 0.5:1 plus 86 units	RM-5 (180 units) 2.0:1
Gunn High School	High School	Middle School	Retention of turf, tennis courts, gym, track, diamond, theater. PF uses of buildings.	Retention of theater, pool, parking. Remainder: R-1	Retention of theater, pool, parking. Remainder: 50% - R-1 25% - RM(1) 25% - RM(2)	Redevelop entire site in R-1.

Area 9 - SANDHILL ROAD CORRIDOR
ALTERNATIVE DEVELOPMENT SCENARIOS
(As Revised)

AREA 9 Sand Hill Road Corridor (Existing Floor Area Ratio)	(1) "Minimal Development"	(2)	(3)	(4)	(5)	(6) Build Out
<u>Stanford Shopping Ctr.</u> (0.37:1)	+50,000 s.f.	+100,000 s.f.	+200,000 s.f.	+300,000 s.f.	+500,000 s.f.	3:1 (+8,030,000 s.f.)
<u>Welch Road Offices</u> (0.32:1)	0.35:1	0.35:1	0.5:1	0.5:1	0.5:1	0.75:1
<u>Stanford Hospital</u> (0.83:1)	No additional development	Plus Children's Hospital (Additional 235,000 s.f.)	Plus Children's Hospital (Additional 235,000 s.f.)	Plus Children's Hospital. Plus conversion of 100,000 s.f. to clinic use	Plus Children's Hospital (Additional 235,000 s.f.)	1.0:1
<u>Hoover Pavilion</u> (0.2:1)	Admin. offices and outpatient services. No additional development.	Admin. offices and outpatient services. No additional development.	Multiple Family Residential (RM-3 = 285 units)	Multiple Family Residential (RM-3 = 285 units)	Academic Medical Use (0.5:1)	1.0:1
<u>Children's Hospital</u> (and other on-site facilities) (0.16:1)	No additional development	Conversion to convalescent or other hospital use	Multiple Family Res. (RM-2 = 520 units)	Academic/Medical use (0.5:1)	Multiple Family (RM-4 = 900 units) 750	1.0:1

Area 9 (Cont.) - SANDHILL ROAD CORRIDOR

ALTERNATIVE DEVELOPMENT SCENARIOS

AREA 9 Sand Hill Road Corridor (Existing Floor Area Ratio)	(1) "Minimal Development"	(2)	(3)	(4)	(5)	(6) Build Out
<u>Stanford West</u>	250 units	350 units	500 units	700 units	800 units	800 units
<u>Gas Station Parcel</u> (0.12:1)	0.35:1 (CC)	0.35:1 (CC)	0.35:1 (CC)	Medium to High Density Academic (1.0:1)	Academic Related Research (0.4:1)	3:1 (CC)
Note: The following two areas are not within the City of Palo Alto but are potentially key sites for future development which could impact the street system in this area.						
Quarry Road/ Arboretum (Adj. to Mobil Oil Station) (5.7 acres)	Multiple - Family Residential (RM-2 = 100 units)	Multiple Family Residential (RM-2 = 100 units)	Multiple Family Residential (RM-3 = 145 units)	Medium to High Density Academic (1.0:1)	Academic Related Research (0.4:1)	Medium to High Density Academic (1.0:1)
Quarry Road/ Arboretum (10 acres)	Multiple Family Residential (RM-2 = 200 units)	Multiple Family Residential (RM-3 = 280 units)	Medium to High Density Academic (1.0:1)	Medium to High Density Academic (1.0:1)	Academic Related ^{Hospital} Research (0.4:1)	Medium to High Density Academic (1.0:1)

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